

Message Text

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C O N F I D E N T I A L STATE 162516

HOLD FOR OPENING OF BUSINESS

E.O. 11652: GDS

TAGS: MPOL, NATO

SUBJECT:EWG MEETING 15 JULY

REF: USNATO 6632 (DTG 091441Z JUL 77)NOTAL

1. AMBASSADOR KOMER (SPECIAL CONSULTANT TO SECDEF ON NATO),
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ACTING DASD (EUROPEAN AND NATO AFFAIRS) SIENA, AND MAJOR
GENERAL BOWMAN (DIRECTOR, EUROPEAN AND NATO AFFAIRS) WILL
ATTEND EWG MEETING 15 JULY.

2. MISSION SHOULD CIRCULATE SOONEST (IF POSSIBLE BY
AFTERNOON OF 13 JULY) TO EWG CHAIRMAN AND MEMBERS THE
FOLLOWING US NON-PAPER AS A BASIS FOR INDIVIDUAL DIS-
CUSSION OR REACTION PRIOR TO THE 15 JULY MEETING.

BEGIN TEXT OF US NON-PAPER:

INFORMAL US COMMENTS ON TORS FOR NATO LONG TERM DEFENSE PROGRAM

THE UNITED STATES IS IMPRESSED WITH THE HARD WORK WHICH HAS GONE INTO THESE TORS AND IS PREPARED TO APPROVE THEM PROMPTLY SO THAT WE CAN GET ON WITH THE URGENT TASK OF

PREPARING A LONG TERM DEFENSE PROGRAM BEFORE SPRING 1978. WITH THIS PURPOSE IN MIND, WE PROPOSE ONLY A FEW SPECIFIC AMENDMENTS TO THE 9 TASK FORCE TORS.

1. PROPOSED CHANGES IN TORS.

READINESS: WE SUGGEST ADDING AN ADDITIONAL SUBPARAGRAPH TO PARAGRAPH 2: "(F) DEVELOP A TPCIP FOR A COMMON FAMILY OF AIR TO GROUND MISSILES." THIS CAPABILITY REFLECTS AN ESSENTIAL ELEMENT IN READINESS TO DEAL EFFECTIVELY WITH THE GROUND THREAT.

REINFORCEMENT:

A. WE PROPOSE ADDING TO PARAGRAPH 1 AIM: "AND TO CONFIDENTIAL

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DEVELOP AN INTEGRATED REINFORCEMENT PROGRAM, TO INCLUDE (A) NATO REINFORCEMENT FORCE GOALS, TIME-PHASED TO MEET WARSAW PACT BUILD UP OVER PERIOD FROM WARSAW PACT M PLUS 48 HOURS THROUGH 25 TO 30 DAYS; (B) NON-EUROPEAN NATO REINFORCEMENT CAPABILITY FOR 1985 AND 1990; AND (C) EUROPEAN NATO RECEPTION REQUIREMENTS AND SUPPORT TO MEET TIME-PHASED REINFORCEMENT GOALS, CONSIDERING SUCH AREAS AS RECEPTION, HOST NATION LOC SUPPORT AND COMMAND AND CONTROL, ONWARD MOVEMENT CAPABILITIES, AND INTRATHEATER AIRLIFT AND SURFACE TRANSPORTATION. WE BELIEVE THIS ADDITIONAL LANGUAGE IS NEEDED TO ENSURE COVERAGE OF THE ESSENTIAL ELEMENTS OF REINFORCEMENT.

B. DELETE SUBPARAGRAPHS 4B AND 4C, SINCE THE TASK FORCE MUST BE RESPONSIBLE FOR ALL CRITICAL ELEMENTS OF THE PROGRAM. SCEPC ASSISTANCE SHOULD BE ENCOURAGED HOWEVER, AND WHERE MADE AVAILABLE WOULD SERVE AS AN INPUT TO THE TASK FORCE.

RESERVE MOBILIZATION:

A. ADD THE FOLLOWING SENTENCES AT THE BEGINNING OF PARAGRAPH 1: "TO RECOMMEND A PROGRAM FOR QUICKLY MOBILIZABLE RESERVE FORCES TO MEET THE WARSAW PACT THREAT. TO THIS END RECOMMEND A PROGRAM TO ACHIEVE THE OPTIMUM RESERVE MIX FOR 1985, AND THEN FOR 1990 IN TERMS OF SIZING, TRAINING, QUICK MOBILIZATION PROCEDURES AND EQUIPMENT, BEARING

IN MIND COST CONSTRAINTS." WHILE WE AGREE WITH THE EMPHASIS IN THE ORIGINAL DRAFT TOR ON DEVELOPMENT OF PROCEDURES FOR QUICKER MOBILIZATION, THERE IS ALSO A MAJOR NEED TO LOOK AT PROGRAMS FOR FORMING ADDITIONAL UNITS.

B. PARAGRAPH 2 SHOULD INCLUDE AFTER FIRST SENTENCE: "MOBILIZATION OF CIVILIAN RESOURCES TO SUPPORT MOBILIZATION SHOULD ALSO BE CONSIDERED." CIVILIAN SUPPORT
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IS AN ESSENTIAL ELEMENT IN EFFECTIVE MOBILIZATION.

C. PARAGRAPH 3B SHOULD INCLUDE: "(5) STATUS OF DEPLOYMENT PLANS, INCLUDING REQUIREMENTS FOR TRANSPORTATION OF PERSONNEL AND EQUIPMENT."

MARITIME: NO US RECOMMENDATIONS. WE NOTE THAT THESE TERMS OF REFERENCE CALL FOR CONSIDERATION OF TRADEOFFS, A FEATURE WHICH WE CONSIDER DESIRABLE FOR ALL TASK FORCES.

RATIONALIZATION:

A. ADD TO PARAGRAPH 1, "AIM," "AND TO DRAW UP PROGRAMS FOR DEVELOPMENT OF COMMON PROGRAM PACKAGES INTRODUCED BY OTHER TASK FORCES." WE AGREE ON THE CURRENT EMPHASIS ON IMPROVEMENT OF PROCEDURES BUT CONSIDER THAT DEVELOPMENT OF COMMON PROGRAMS IS EQUALLY IMPORTANT.

B. ADD TO PARAGRAPH B2(D): "TO INCLUDE ANALYSIS AND DETERMINATION OF PRIORITIES FOR INTEROPERABILITY AND STANDARDIZATION ACCORDING TO OPERATIONAL AND OTHER BENEFITS."

C. ADD TO PARAGRAPH 2: "(H) CONFIGURATION CONTROL OF STANDARDIZED OR INTEROPERABLE SYSTEMS." WE SEE THIS AS ESSENTIAL IN CASES WHERE THERE IS MORE THAN ONE PRODUCER.

D. COMMENT: WE AGREE WITH RATIONALIZATION TOR'S FOCUS ON MILITARY ASPECTS OF RATIONALIZATION, STANDARDIZATION, AND INTEROPERABILITY. TASK FORCE ON RATIONALIZATION THEREFORE PRESUMABLY WILL NOT DEAL WITH BROADER ECONOMIC AND POLITICAL ASPECTS.
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COMMUNICATIONS, COMMAND AND CONTROL:

A. AT END OF FIRST SENTENCE OF AIM, ADD, "FOR A RESPONSIVE C3 SYSTEM UNDER CONDITIONS OF PEACETIME, .

CRISIS, OR WAR."

B. AT THE END OF THE FIRST SENTENCE OF PARAGRAPH B, "SCOPE", ADD "INCLUDING COMMUNICATIONS SECURITY." WE CONSIDER THIS ESSENTIAL COVERAGE.

C. UNDER PARAGRAPH B, SCOPE AND SUBSTANCE, IN SUB-PARAGRAPH 2, FIRST SENTENCE, INSERT "SUPPORT THE POLITICAL/MILITARY DECISION MAKING PROCESS AND CONTROL OF FORCES AND" BETWEEN "SYSTEM THAT WILL" AND "PERMIT". WE SEE THESE CHANGES AS ESSENTIAL TO REFLECT THE DESIRED COVERAGE OF THE WORK.

D. AT THE END OF PARAGRAPH 2B UNDER B, "SCOPE AND SUBSTANCE," ADD: "(3) DEVELOPING AN ULTRA-SURVIVABLE, MINIMUM COMMUNICATIONS NETWORK TO MEET MINIMUM ESSENTIAL EMERGENCY COMMUNICATIONS." THIS IS AN ESSENTIAL REQUIREMENT.

E. IN SUBPARAGRAPHS 2D, 2D(2) AND 2F, CHANGE "C2" TO "C3". ALL THREE ELEMENTS ARE IMPORTANT.

F. UNDER PARAGRAPH 2 OF B, "SCOPE AND SUBSTANCE," ADD "H. PROVIDE FOR INTERCONNECTION OF VARIOUS C3 SYSTEMS." WE SEE THIS AS AN ESSENTIAL MILITARY REQUIREMENT.

AIR DEFENSE:

A. PARAGRAPH B (SCOPE), THIRD SENTENCE: DELETE REMAINDER OF SENTENCE AFTER "... SHORT RANGE AIR DEFENSE WEAPONS." (RESUME PARAGRAPH WITH "FACILITIES. . .") THIS WOULD BE CONFIDENTIAL

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LEAVE THE DOOR OPEN FOR THE TIME BEING FOR CONSIDERATION OF ORGANIC WEAPONS.

B. PARAGRAPH B2 (OBJECTIVE): DELETE "AIR" IN THE FIRST SENTENCE. REASON: MORE INCLUSIVE OF THE VARIOUS C2 SYSTEMS THAT WILL MAKE UP THE INTEGRATED COMPLEX.

ELECTRONIC WARFARE: RATHER GENERAL, BUT APPEARS TO PERMIT COVERAGE OF ALL ESSENTIAL AREAS.

CONSUMER LOGISTICS: NO US RECOMMENDATIONS.

END NON-PAPER TEXT.

3. WHILE WE ARE SATISFIED IN GENERAL WITH THE PROPOSED TORS, THEY DO VARY WIDELY IN THE DEGREE TO WHICH THEY TAKE INTO ACCOUNT MANY OF THE BASIC PRINCIPLES ACCEPTED BY THE MINISTERS AND ELABORATED ON BY THE SECRETARY GENERAL AND INTERNATIONAL STAFF, OR PROPOSED

BY THE US SECRETARY OF DEFENSE.

FOR EXAMPLE, SOME OF THE TORS DO NOT APPEAR TO LOOK AT LEAST 10 YEARS AHEAD AS CALLED FOR IN A LONG TERM

PLAN. THEY TEND TO FOCUS MORE ON SHORT OR MID-TERM MEASURES.

IN OTHER RESPECTS SOME TORS APPEAR INSUFFICIENTLY PRIORITIZED. AS WE SEE IT, THE DEFENSE MINISTERS DID NOT REQUIRE PREPARATION OF A COMPREHENSIVE PROGRAM COVERING ALL ASPECTS OF NATO'S DEFENSE POSTURE. TO THE EXTENT THAT A TASK FORCE FEELS THAT IT CAN DO SO, AS IN THE AIR DEFENSE TOR, IT SHOULD BE FAIRLY COMPREHENSIVE. CONFIDENTIAL

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SIVE. BUT FOR THE MOST PART, THE FOCUS SHOULD BE ON A LIMITED NUMBER OF HIGH PRIORITY SUBPROGRAMS IN EACH FIELD.

ANOTHER PROBLEM ADDRESSED IN A WIDELY VARYING MANNER IS THAT OF RESOURCE CONSTRAINTS. WE WOULD NOTE THAT THE RESOURCE GUIDANCE PROVIDED BY THE DEFENSE MINISTERS' RECENT MINISTERIAL GUIDANCE DOES NOT COVER THE FULL PERIOD OF THE LONG TERM PROGRAM. IN ANY CASE, THE INCREASE IN REAL TERMS CALLED FOR WAS IN OVERALL BUDGET TERMS, RATHER THAN APPROACHING 3 PERCENT IN EACH CATEGORY. MOREOVER, WE URGE STRONGLY THAT REPROGRAMMING AND TRADE-OFFS SHOULD BE EXPLICITLY CONSIDERED WHEREVER ADDED RESOURCES ARE UNLIKELY TO BE AVAILABLE. THEREFORE, WE FEEL THAT EWG SHOULD NOT AT THIS POINT ATTEMPT TO PROVIDE FIRM RESOURCE GUIDANCE BUT RATHER DISCUSS THIS MATTER FURTHER AT A LATER DATE AND ON A CONTINUING BASIS AS THE WORK PROCEEDS.

WE FURTHER FIND SOME OF THE TORS INSUFFICIENTLY PROGRAMMATIC IN THEIR INTENT. MANY DO NOT SEEM TO CALL SPECIFICALLY ENOUGH (1) FOR TIME-PHASED NATIONAL OR JOINT CONTRIBUTIONS; (2) FOR STANDARDIZATION/INTEROPERABILITY OPTIONS WHERE APPROPRIATE; (3) FOR COMMON PROGRAM PACKAGES IN HIGH PRIORITY AREAS; OR (4) FOR OVERHAUL OF MACHINERY AND PROCEDURES WHERE NECESSARY.

RATHER THAN TRY TO INSERT SUCH GUIDELINES IN EACH TOR, HOWEVER, WE SUGGEST THAT THIS PROBLEM MIGHT BE MORE READILY DEALT WITH IF THE EWG SIMPLY ISSUED SOME ADDITIONAL GENERAL GUIDANCE TO ALL TASK FORCES ASKING THEM TO KEEP SUCH GUIDELINES IN MIND. THIS WOULD ALSO BE IN ACCORD WITH OUR VIEW THAT TORS SHOULD NOT BE SO NARROWLY INTERPRETED THAT ADDITIONAL CONSIDERATIONS CANNOT BE INSERTED, OR PRESENT INTENTIONS BE ADJUSTED AS THE EFFORT EVOLVES. IN SHORT, FLEXIBILITY SHOULD BE THE

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KEYWORD IN THE QUITE UNPRECEDENTED EFFORT ON WHICH NATO
IS NOW EMBARKED.

4. UNLESS MISSION SEES STRONG REASONS TO CONTRARY,
YOU SHOULD DISCUSS SOONEST THE THRUST OF PARA 3 ABOVE
WITH KEY DELEGATIONS AND WITH EWG CHAIRMAN SEEKING
THEIR SUPPORT FOR THE GENERAL GUIDELINES IDEA WITH
THOUGHT THAT CHAIRMAN EWG MIGHT INTRODUCE IT DURING
COURSE OF 15 JULY MEETING.

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